

Minneapolis City Planning Department Report

BZZ-785: Rezoning Petition, Conditional Use Permit as a Planned Residential Development, Site Plan Review, Preliminary Plat PL-120 for the Catholic Eldercare Project at 2919 Randolph St. NE and 121 and 129 29 Ave. NE

Hearing Date: September 23, 2002

Date Application Deemed Complete: August 27, 2002

End of 60-Day Decision Period: October 26, 2002

Applicant: Catholic Eldercare, 817 Main St. NE, Mpls. MN 55413

Address of Property: 2919 Randolph St. NE and 121 and 129 29 Ave. NE

Contact Person and Phone: Janet Pope and Sarah Matala, JL Pope Assoc. (voice: 651-489-8560, fax: 489-8569, email: matalajlp@aol.com); Rebekah Padilla and John P. Rova, Miller Hanson Partners, project architect (voice: 612-332-5420, fax: 332-5425, email: jrova@millerhanson.com)

Staff Contact Person and Phone: J. Michael Orange, City Planner (voice: 612-673-2347; facsimile: 673-2728; TDD: 673-2157; e-mail: michael.orange@ci.minneapolis.mn.us)

Ward: 3 **Neighborhood Organization:** Concerned Citizens of Marshall Terrace

Existing Zoning: R2B Two Family District

Proposed Zoning: R4, Multiple Family District

Proposed Use: The project includes the following elements:

- Phase I (fall 2002):
 - Demolition of two houses, a pole barn, and a garage on the church property
 - New construction of 35 units of senior housing
 - Expansion of existing St. Hedwig's church. Expansion will include a residence for the local priest
 - New construction of two garages
- Phase II (spring 2003):
 - New construction of 72 units of assisted housing
- All residential units will be affordable and 23% will be subsidized (Section 8)

Prior Actions: None

Legal Description of the Plat (PL-120): Lots 5 through 24, Block 6, Northtown Addition, Hennepin County, MN.

<p>If you need more information or have special needs, please call the Minneapolis Planning Department at 612-673-2597.</p>

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Authority for the Applications:

- **Petition:** The R2B District does not allow the proposed Planned Residential Development (PRD, a form of Planned Unit Development), also the district's lot area, yard, and maximum density requirements preclude the project. The R4 District is the lowest density residential district that would allow the project and the PRD.
- **Conditional Use Permit:** Planned Residential Developments are conditional uses per Table 546-1.
- **Site Plan Review:** Developments over 20,000 sq. ft. need a site plan review approval per Table 530-1.
- **Preliminary Plat:** Chapter 598.

Concurrent Review:

- Federal Environmental Assessment: This is necessitated by the project's proposed use of federal funds.
- Stormwater Management Plan
- Public assistance via the Minneapolis Community Development Agency (tax increment financing)

PART I: BACKGROUND AND SUMMARY

Project description: Catholic Eldercare, a private non-profit corporation located in Northeast Minneapolis, is planning two new affordable housing developments. The property is bounded on the south by 29th Avenue N.E., on the west by Randolph Street N.E., on the north by residential housing, and on the east by Grand Street N.E. The facilities will be for low-income elders and will include 35 supportive housing units for elders living independently and 72 assisted living units for elders that need assistance with daily living.

According to Catholic Eldercare, there is a great need for affordable housing for seniors in this area and the number of seniors in Minnesota is expected to increase by 200% in the next thirty years. One of four Minnesotans will be over the age of 65 and the number of seniors over 100 will triple. Buildings such as the proposed project allow seniors to live independently, with services and aid on hand if needed. Seniors receiving good health care live longer and healthier lives. This project will provide care for everyone regardless of their income levels.

Financing of the proposed facilities will come from various sources, including grants from the Department of Housing and Urban Development, a deferred loan from the Hennepin County Affordable Housing Investment Fund, tax exempt bond financing, foundation and corporate grants, and proposed tax increment financing from the City. Catholic Eldercare has secured Section 8 assistance for 25 units (23% of the total). This means that residents who meet income guidelines will pay no more than 30% of their income for the housing portion of the facility costs.

The buildings will be linked by a "Village Street" and porch area, and share common space amenities. The Village Street will also connect the facilities to St. Hedwig's Catholic Church. The Church has made a donation of nearly two acres on which the facilities will be located. Miller Hanson Partners, project architect, are currently finalizing design of the two buildings. In addition to the Village Street, common areas will include a dining room, activities and assembly spaces, meeting & party rooms,

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health care spaces (including a whirlpool room), a theater, coffee and gift shop, beauty shop, and wood shop. Supportive services will be available, some for purchase on a fee for service basis. This building will be three floors, containing 35 units.

Historic significance analysis: The site now contains several older houses used by the church. St. Hedwig's church and these buildings were built between 1919 and 1924. According to the applicant, they have extensive structural damage and include asbestos. With full support of the church, they will be demolished, and the church will add a priest's residents and meeting rooms to its facility. The following provides more detail about the buildings to be demolished and Attachment 3 includes photos of the structures:

- 2919 Randolph St. Current use: church office (prior use as a convent).
- Parish House at 121 29th Ave. NE. Current use: priest residence.
- Two buildings at 121 29th Ave. NE located to the northeast of the church. Current use: pole barn and garage (photos are available upon request).

The applicants submitted information about the project and the proposed demolitions to the State Historic Preservation Office (SHPO). The SHPO may conclude the church has historic significance and then will need to evaluate if the addition and the new construction have a significant impact on the church. Also, the staff of the Minneapolis Heritage Preservation Commission will review the demolition permit requests.

Housing preservation: Another aspect of this project is the commitment by the Greater Metropolitan Housing Corporation to rehabilitate homes which seniors move out of to reside at the proposed facility. GMHC will update the homes so they can be sold to families, thus helping to alleviate the need for this type of housing. According to the applicants, the presence of asbestos and the degree of deterioration of the buildings to be demolished for the project makes preserving them for the project or moving them to another site uneconomical.

Variations from Zoning Code requirements: The project varies from the Code's requirements in the following two ways. Section 527.120 of the Code authorizes the Planning Commission to vary standards "only upon finding that the planned unit development includes adequate site amenities to address any adverse effects of the exception. Site amenities may include but are not limited to additional open space, additional landscaping and screening, transit facilities which are developed as part of the planned unit development . . . (emphasis added)."

Parking: The applicant provided a parking analysis (Attachment 4) that describes how the proposed 59 off-street stalls will satisfy parking demand for the project and the church. According to the analysis, approximately 40 cars park on the site for church services currently. The new project should have 30-33 stalls available during these times, leaving a gap of 7-10 stalls.

The Zoning Office determined that the Code requires 121 parking stalls for the project, 20 of which are "grandfathered." However, this is based on assumptions that do not apply to this project.

- **Independent residents:** The Code's requirement of one stall per dwelling unit over-predicts the demand for the independent residents. Planning and Public Works staffs

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agree with the applicant's assumption, which is based on actual conditions, that less than half of the residents will need a stall.

- **Assisted care residents:** The Code's requirement of one stall per three beds over-predicts the demand for the assisted care residents. To be conservative, the applicant assumed 8% of the residents would need a stall. The actual number should be closer to zero. Planning and Public Works staffs agree.
- **Shared parking:** The Zoning Office did not take into account the possibility for shared parking on site for people attending church services, visitors, and those who live and work at the site. Most of the stalls will be open for use by all site users.
- **On-street supply:** There is ample on-street parking in the area to handle any overflow needs during church services. Rather than create additional off-street parking that reduces aesthetics, landscaping, and pervious surfaces, it is appropriate to use on-street parking for church services. However, the Zoning Code does not allow the consideration of on-street parking to count towards meeting parking requirements.

Table 541-1 allows the Planning Commission to determine parking needs for Planned Unit Developments. Staff of the Planning and Public Works Departments are satisfied that the analysis is an accurate prediction of true demand and that the project will not result in significant off-site parking impacts. Further, the applicants are working with Metro Transit to establish a transit stop on the southeast corner of the site.

Setback: The Zoning Code requires a building setback of 11 feet on Randolph St. but the building is 8.4 feet from the street. According to the project architect, the project design necessitates this slight variation of the setback requirements. According to the applicant, to accommodate the setback would result in the shrinkage of the six affected units from the already small 540 sq. ft. to a size that may make them less marketable. This project includes an extensive landscape plan that covers 54% of the net site. The landscaping helps to mitigate the variation of the setback requirement.

Energy efficiency: City staff will require the project architect to participate in all applicable energy efficiency programs offered by the local utilities. To maximize energy efficiency, all appliances including heating units will be energy efficient, according to the applicant. The building will be equipped with high quality windows that are valued at code and above. The maintenance coordinator will ensure that all mechanical systems are maintained in accordance with manufacturer's specifications. The building maintenance schedules will include regular inspection and replacement of caulking and weather stripping. All measures will be employed to minimize heat loss during cold weather. To maximize reuse and recycling of materials and also to cut down on waste, recycling containers will be located in the building for resident and staff use.

The applicant has committed to recovering for reuse any fixtures and materials salvageable from the demolitions. It is possible that the pole barn will be disassembled and reused off site.

Neighborhood review: The applicant presented the project to the Concerned Citizens of Marshall Terrace at its 6/20/02 meeting, although staff have received no comment from the group.

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Summary of staff findings and recommendations: For the ease of the reader, the following summarizes the staff findings and recommendations for the permits:

- **Rezoning petition:** The decision rests in large measure on the project's compatibility with the City's Comprehensive Plan, the *Minneapolis Plan*. That answer is mixed. The plan's land use policy map shows the area as low-density residential. In terms of unit density, the project is high density; and in terms of population density, it is medium density. The plan's land use policy map is intended to show the dominant land use in an area, not the only possible land use. All applicable policies of the plan must be considered. In this broader sense, the project is consistent with all relevant residential and other policies, and is compatible with the other uses in the area. Staff recommend approval of the petition.
- **Conditional use permit:** The project is consistent with the Zoning Code as regards necessary findings. Staff recommend approval of the CUP.
- **Site plan review permit:** The project is consistent with the Zoning Code as regards necessary findings. Staff recommend approval of the site plan review permit.
- **Preliminary plat:** The project is consistent with the Zoning Code as regards necessary findings. Staff recommend approval of the preliminary plat.

PART II: FINDINGS

A. Findings as Required By the Minneapolis Zoning Code for the Zoning Petition for the Catholic Eldercare Project:

1. Whether the amendment is consistent with the applicable policies of the comprehensive plan.

The City's Comprehensive Plan, the *Minneapolis Plan*, designates the site for low-density residential, which we interpret generally to mean less than ten dwelling units per acre (DU/A). This level of density is consistent with the current zoning on the site, R2B which allows about 9 DU/A. The proposed R4 District is at the high end of the density range in the Plan's medium-density residential category. In terms of unit density, the project is high density; but in terms of population density, it is medium density. The plan's land use policy map is intended to show the dominant land use in an area, not the only possible land use. All applicable policies of the plan apply. In this broader sense, the project is consistent with all relevant residential and other policies. Refer also to Part II, B. 5 for additional detail.

2. Whether the amendment is in the public interest and is not solely for the interest of a single property owner.

As stated in Part II, B. 5. regarding consistency with the comprehensive plan, this project addresses many of the City's housing goals through the provision of affordable units for seniors. The property owner, Catholic Eldercare, is a non-profit entity created

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to serve the senior public. As such, this proposed rezoning is not solely for the interest of a single property owner.

- 3. Whether the existing uses of property and the zoning classification of property within the general area of the property in question are compatible with the proposed zoning classification, where the amendment is to change the zoning classification of particular property.**

Low-density residences surround the site consistent with the R2B zoning. Light and medium industrial uses are within one or two blocks to the north, east, and west. At 108 units total on the 2.5-acre site, the density equals 43 dwelling units per acre. In terms of population density, the project is medium density (refer to Part II, B, c). The proposed R4 zoning classification will be compatible with the other uses in the area.

- 4. Whether there are reasonable uses of the property in question permitted under the existing zoning classification, where the amendment is to change the zoning classification of particular property.**

There are reasonable uses allowed under the current R2B zoning district. The district allows low-density residential and certain institutional developments with a maximum of 22 dwelling units.

- 5. Whether there has been a change in the character or trend of development in the general area of the property in question, which has taken place since such property was placed in its present zoning classification, where the amendment is to change the zoning classification of particular property.**

There have been no significant land use changes in the area.

B. Findings as Required by the Minneapolis Zoning Code for the Conditional Use Permit (Planned Residential Development) for the Catholic Eldercare Project:

The Minneapolis City Planning Department has analyzed the application and from the findings above concludes that the establishment, maintenance, or operation of the proposed conditional use:

- 1. Will not be detrimental to or endanger the public health, safety, morals, comfort, or general welfare.**

The City staff's Preliminary Plan Review Committee reviewed the project on 7/10/02 and on 9/18/02 and made comments on the project that the applicant has integrated into the project. Low-density residences surround the site. Light and medium industrial uses are within one or two blocks to the north, east, and west. At 108 units total on the 2.5-acre site, the density equals 43 dwelling units per acre. In terms of population density, the project is medium density (refer to Part II, B, c). The facility will be compatible with and should not be detrimental to the other uses in the area.

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2. **Will not be injurious to the use and enjoyment of other property in the vicinity and will not impede the normal or orderly development and improvement of surrounding property for uses permitted in the district.**

The prior response describes the uses in the area. Residences for seniors and those needing assisted living will be compatible with the surrounding uses in the area.

3. **Adequate utilities, access roads, drainage, necessary facilities, or other measures have been or will be provided.**

The project will include adequate utility service, access, and driveways consistent with all pertinent regulations.

4. **Adequate measures have been or will be provided to minimize traffic congestion in the public streets.**

There will be 59 surface parking spaces and 6 handicap stalls on site. The Zoning Office determined that the Code requires 121 parking stalls for the project. However, the parking analysis (Attachment 4) describes how the off-street stalls will satisfy parking demand for the project and the church (the background section of this report provides detail regarding this issue). Table 541-1 allows the Planning Commission to determine parking needs for Planned Unit Developments. Staff of the Planning and Public Works Departments are satisfied that the analysis is an accurate prediction of true demand and that the project will not result in significant off-site parking impacts.

MetroTransit operates the #18 bus on Grand St. The applicants are working with the agency to establish a shelter at Grand St. and 29th Ave.

5. **Is consistent with the applicable policies of the comprehensive plan.**

The following is a review of the applicable plans and policies of the City:

a. The *Minneapolis Plan* (adopted by the City Council, Mayor, and Minneapolis Planning Commission, March 2000):

The Plan includes the following policies most relevant to the entire project (underlining added for emphasis):

Policy Plan Map: The *Minneapolis Plan* designates the site for low-density residential, which the Planning Department interprets generally to mean less than ten dwelling units per acre (DU/A). This level of density is consistent with the current zoning on the site, R2B which allows about 9 DU/A. The proposed R4 District fits the Plan's medium-density residential category.

Goal #1 of the City's eight primary goals: Increase the city's population and tax base by developing and supporting housing choices city-wide through preservation of existing housing and new construction.

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Growth in the city's population and tax base is one of the key themes of *The Minneapolis Plan*. Increases in the number and type of housing units are essential to the city's continued prosperity. *The Minneapolis Plan* proposes that this growth occur according to two different scenarios: One is continued infill in residential areas, where single or small clusters of lots are available for redevelopment; the other scenario involves the identification of sites where major housing development could take place, designed for higher density housing to appeal to new and emerging housing markets, such as seniors and empty nesters of all income levels. Together, these scenarios for growth in housing choices are intended to respond to the wide variety of housing sub-markets, by providing a variety of housing types and levels of affordability. (p. 1.i.1.)

Increase the number of households living in Minneapolis

Attracting new residents and retaining existing city dwellers as their housing requirements change is an important foundation of a strong and vital future for Minneapolis. Expanding the choices in housing types available in the citywide market broadens the appeal of the city to a large group of potential future residents. Housing more people in the city's neighborhoods increases buying power as more households settle in a specific area. This holds much promise for the revitalization of commercial corridors throughout the city, returning to the neighborhoods some potential for in-city shopping in contrast to the pull of suburban shopping that dominates the regional landscape. More people settling in the city means that religious congregations welcome new resident members to their community as the places of worship become more closely connected to the neighborhood in which they are located. Little League teams grow in numbers; so do park programs offering creative programs for kids.

Connections can be made between retired volunteers and youth programming needs which remain constant and diverse as neighborhood organizations and other public agencies develop more choices for extracurricular youth activities. New residents demand high quality transit service to get them to and from their daily destinations conveniently, reliably and safely. . . . (p. 1.4.37)

What are residents' housing needs?

The city's growth in the next decades must reflect the patterns of household change just as they did in the last decades, and continue to welcome new settlement in the city. New residents, in the shape of empty nesters and seniors, will play an extremely important role in future planning for housing development in the city. To ensure that the city will be able to accommodate demographic changes in the housing market, Minneapolis' residential neighborhoods must continue to diversify and grow. (p. 1.4.37)

Policy 4.9: Minneapolis will implement its adopted Housing Principles and the Housing Impact Measures through community-based strategies directing future housing development.

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Implementation Steps (selected):

- The variety of housing types throughout the city, its communities and the metropolitan area shall be increased, giving prospective buyers and renters greater choice in where they live.
 - Identify and support private sector development for changing housing demographics in markets such as seniors, empty nesters and the physically challenged.
 - Up to 20 percent of the units in new multifamily housing developments should be affordable.
 - Develop/provide tax and zoning incentives to developers for infill housing that is well designed, serves several income levels, adds to the tax base and fits the urban environment.
- The management, quality and balance of subsidized housing throughout the City and the Metro area shall be improved.
 - Disperse subsidized housing metro-wide. No community should receive greater concentration than the metro average.
 - Design new scattered site or multi-unit housing to match the characteristics and housing types of the community in which it is located.

The presence of housing targeted to all income levels as an important element of a successful “mix” is crucial to the marketability of such urban areas. Designing and developing safe and attractive housing types with higher built density (more housing units on the same amount of land) is critical in order to overcome the image that has plagued the reputation of higher density housing types. If important pedestrian-oriented places in the city such as Activity Centers and Neighborhood Commercial Nodes are to be successful, they will rely on adequate trade areas generated by new households occupying moderate density housing within convenient distances. (p. 1.4.38)

Policy 9.5: Minneapolis will support the development of residential dwellings of appropriate form and density.

Implementation Steps (selected):

- Provide incentives to alternative forms of home ownership in moderate density areas, such as co-housing and cooperative housing. (p. 1.9.73)

b. Other Plans and Policies:

The City uses several other plans and policies to guide decision making and evaluate proposals including the following:

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(1) City Goals (adopted by Mayor and City Council July 14, 2000, excerpted)

- Increase the City's population and tax base by developing and supporting housing choices citywide through preservation of existing housing and new construction.

(2) Housing Principles (adopted by City Council and Mayor, July 6, 1995, excerpted)

- The variety of housing types throughout the city, its communities, and the metropolitan area shall be increased, giving prospective buyers and renters greater choice in where they live.
- Housing markets that area already strong shall be preserved and strengthened.

(3) “Minneapolis Energy Plan” (approved by the City Council 5/10/96)

The Minneapolis Energy Plan includes the following policies relevant to the project:

- Increase commercial, industrial and institutional energy efficiency.
- Reduce or avoid environmental costs through pollution prevention (P2) strategies such as product design changes, input materials substitution, process redesign, and improved operation and maintenance practices. Studies show that the average savings per P2 project was \$3.49 for every dollar spent for companies with some type of environmental cost accounting program.

c. Project Consistency with City Plans and Policies:

- The project will have a total of 107 units plus a unit for the priest in the church residence. This calculates to 43 units per acre for the site. The high-density residential category of the *Minneapolis Plan* fits this unit density. However, There will be fewer people in these senior units and assisted care units than in average high-density housing. The expected 111 residents would be comparable with the number of residents in average medium-density residential buildings on a comparable 2.5-acre site.

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Although the project will have a medium population density in contrast to the Policy Plan Map, which calls for a low unit density in the area, all of the pertinent policies of the plan must be considered as a part of the approval process for your project.

- Consistent with the *Minneapolis Plan*, the City Goals, and the City's "Housing Principles," the project will provide needed senior and assisted-care housing in the area.
- All of the units will be affordable and 23% will be subsidized. This is consistent with the *Minneapolis Plan*, the City Goals, and the City's "Housing Principles."
- The project will be consistent with the transportation and CPTED¹ policies in the *Minneapolis Plan*. The addition of a transit stop on the site will be a valued addition.
- The applicant agreed to participate in all applicable energy efficiency programs offered by the local utilities.

6. **And does in all other respects conform to the applicable regulations of the district in which it is located upon approval of these conditional use and other permits.**

C. Special Findings as Required by the Minneapolis Zoning Code for the Planned Residential Development for the Catholic Eldercare Project:

1. **That the planned unit development complies with all of the requirements and the intent and purpose of this chapter. In making such determination, the following shall be given primary consideration:**

- a) **The character of the uses in the proposed planned unit development, including in the case of a planned residential development, the variety of housing types and their relationship to other site elements and to surrounding development.**

The proposed residential development is compatible with the church on the site and with the surrounding residential uses. The other portions of this report provide additional detail to support this finding.

- b) **The traffic generation characteristics of the proposed planned unit development in relation to street capacity, provision of vehicle access, parking and loading areas, pedestrian access and availability of transit alternatives.**

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As detailed above in the Background section, staffs of the Planning and Public Works Departments are satisfied that the project will not result in significant off-site parking or traffic impacts.

- c) **The site amenities of the proposed planned unit development, including the location and functions of open space and the preservation or restoration of the natural environment or historic features.**

Refer to the findings concerning site plan review approval in the following section.

- d) **The appearance and compatibility of individual buildings and parking areas in the proposed planned unit development to other site elements and to surrounding development, including but not limited to building scale and massing, microclimate effects of the development, and protection of views and corridors.**

Refer to the findings concerning site plan review approval in the following section.

- e) **The relation of the proposed planned unit development to existing and proposed public facilities, including but not limited to provision for stormwater runoff and storage, and temporary and permanent erosion control.**

Refer to the findings concerning site plan review approval in the following section.

2. **That the planned unit development complies with all of the applicable requirements contained in Chapter 598, Land Subdivision Regulations.**

Refer to the findings concerning the preliminary plat approval later in this report.

D. Performance Standards as Required by the Minneapolis Zoning Code for the Conditional Use Permit for the Catholic Eldercare Project:

Board and care home, nursing home, assisted living:

1. **On-site services shall be for residents of the facility only.**

On-site services will be for residents only (refer to Attachment 6c).

2. **The operator shall submit a management plan for the facility and a floor plan showing sleeping areas, emergency exits and bathrooms.**

The applicants submitted a complete management plan (available upon request).

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- 3. To the extent practical, all new construction or additions to existing buildings shall be compatible with the scale and character of the surroundings, and exterior building materials shall be harmonious with other buildings in the neighborhood.**

The predominant building material is brick and accented by paneling. This and the residential design of the buildings are compatible with the materials and architecture in the area. Building C, the church expansion, will be at the same two-story scale as the existing church. Buildings A and B will be three and four stories respectively as is allowed in the proposed R4 zoning district. As the photos in Attachment 3 show, the houses in the area are 2-to-2 ½ stories tall. The land slopes up to the east so the block to the east of the site is 3-5-feet higher in elevation than the site. Building B, the four-story assisted living residence, fronts to the east. Refer also to Attachment 2e and the site plan review portion of this report.

- 4. An appropriate transition area between the use and adjacent property shall be provided by landscaping, screening and other site improvements consistent with the character of the neighborhood.**

The project includes extensive landscaping, 53% of the net site. This landscaping provides a transition from the proposed buildings that are taller, larger in scale than the surrounding residences. Refer to Attachment 2e and the site plan review portion of this report.

E. Findings as Required by the Minneapolis Zoning Code for Amending the Site Plan Review Approval (BZSP-233)

1. Required Findings for Major Site Plan Review

- a. The site plan conforms to all applicable standards of Chapter 530, Site Plan Review (refer Section A below for evaluation.)
- b. The site plan conforms to all applicable regulations of the zoning ordinance and is consistent with applicable policies of the comprehensive plan (refer to the above discussions).
- c. The site plan is consistent with applicable development plans or development objectives adopted by the City Council (refer to the above discussions).

Section A: Conformance with Chapter 530 of Zoning Code
Building Placement and Facade:

- Placement of the building shall reinforce the street wall, maximize natural surveillance and visibility, and facilitate pedestrian access and circulation.
- First floor of the building shall be located not more than eight (8) feet from the front lot line (except in C3S District or where a greater yard is required by the zoning ordinance). If located on corner lot, the building wall abutting each street shall be subject to this requirement.
- The area between the building and the lot line shall include amenities.
- The building shall be oriented so that at least one (1) principal entrance faces the public street.

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- Except in the C3S District, on-site accessory parking facilities shall be located to the rear or interior of the site, within the principal building served, or entirely below grade.
- For new construction, the building façade shall provide architectural detail and shall contain windows at the ground level or first floor.
- In larger buildings, architectural elements shall be emphasized.
- The exterior materials and appearance of the rear and side walls of any building shall be similar to and compatible with the front of the building.
- The use of plain face concrete block as an exterior material shall be prohibited where visible from a public street or a residence or office residence district.
- Entrances and windows:
 - Residential uses shall be subject to section 530.110 (b) (1).
 - Nonresidential uses shall be subject to section 530.110 (b) (2).
- Parking Garages: The exterior design shall ensure that sloped floors do not dominate the appearance of the façade and that vehicles are screened from view. At least thirty (30) percent of the first floor façade that faces a public street or sidewalk shall be occupied by commercial uses, or shall be designed with architectural detail or windows, including display windows, that create visual interest.

Planning Department Evaluation of Building Placement and Façade Requirements:

- The project covers the southern three-quarters of the block and fronts on three streets. Building placement is close to the street:
 - Randolph St.: Randolph serves as the front of the new project. The side of Building A is 8 ft. from the property line. This is about four feet less than the setback requirements in the Code. As stated in the background section of this report, the Code authorizes the Planning Commission to vary standards when the planned unit development includes adequate site amenities to address any adverse effects of the exception. Staff believe the superior landscaping on the site meets that criterion.
 - 29th Ave.: The Code requires a 15-ft. minimum setback. The existing church is 16 feet from the property line. The side of the new building (Building B) is set back 45 ft. and has a small parking lot between the side of the building and the property line.
 - Grand St.: The main façade of Building C fronts on this street and is 12 ft. from the property line, consistent with the setback requirements in the Code.
- The site has landscaping in all possible areas, a total of 54% of the net site (Attachment 2b).
- All of the facades of the new buildings include windows and architectural detail. The facades will be predominantly brick with some Hardi-Plank siding accents, and architectural details at entrances (Attachment 2d and 2e).
- The maximum height of the structures is less than 47 feet. This is well under the 56-foot limit permitted for Planned Unit Developments in the R4 District.
- Section 530.110 (b) (1):
 - There are multiple principal entrances and they are clearly defined and emphasized.
 - The roof is pitched. Other residences in the area include a variety of pitched roof designs.
 - The Zoning Code requires at least 30% of the first floor façade that faces a public street, sidewalk or parking lot shall be windows or doors of clear or lightly tinted glass that allows views into or out of the building at eye level. The project includes more than the minimum required amount of glass (Attachment 2e).

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Access and Circulation:

- Clear and well-lighted walkways of at least four (4) feet in width shall connect building entrances to the adjacent public sidewalk and to any parking facilities located on the site.
- Transit shelters shall be well lighted, weather protected and shall be placed in locations that promote security.
- Vehicular access and circulation shall be designed to minimize conflicts with pedestrian traffic and surrounding residential uses.
- Traffic shall be directed to minimize impact upon residential properties and shall be subject to section 530.140 (b).
- Areas for snow storage shall be provided unless an acceptable snow removal plan is provided.
- Site plans shall minimize the use of impervious surfaces.

Planning Department Evaluation of Access and Circulation:

- Walkways, patios, arcades, and sidewalks connect the entire project in conformance with the walkway, sidewalk, and access requirements of the Code.
- The project includes a new transit shelter on the southeast corner.
- Vehicular access is designed to minimize impact on the existing and proposed residential uses in the area.
- Rather than store snow on site, the applicant will remove it.
- The site is located within the jurisdiction of the Middle Mississippi Watershed Management Organization. The project includes a minimum amount of impervious surfaces. The applicant is working with the Public Works Department for the project's Stormwater Management Plan.

Landscaping and Screening:

- The composition and location of landscaped areas shall complement the scale of the development and its surroundings.
- Not less than twenty (20) percent of the site not occupied by buildings shall be landscaped as specified in section 530.150 (a).
- Where a landscaped yard is required, such requirement shall be landscaped as specified in section 530.150 (b).
- Required screening shall be six (6) feet in height, unless otherwise specified, except in required front yards where such screening shall be three (3) feet in height.
- Required screening shall be at least ninety-five (95) percent opaque throughout the year. Screening shall be satisfied by one or a combination of the following:
 - A decorative fence.
 - A masonry wall.
 - A hedge.
- Parking and loading facilities located along a public street, public sidewalk or public pathway shall comply with section 530.160 (b).
- Parking and loading facilities abutting a residence or office residence district or abutting a permitted or conditional residential use shall comply with section 530.160 (c).
- The corners of parking lots shall be landscaped as specified for a required landscaped yard. Such spaces may include architectural features such as benches, kiosks, or bicycle parking.
- Parking lots containing more than two hundred (200) parking spaces: an additional landscaped area not less than one hundred-fifty (150) square feet shall be provided for each twenty-five (25)

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parking spaces or fraction thereof, and shall be landscaped as specified for a required landscaped yard.

- All parking lots and driveways shall be defined by a six (6) inch by six (6) inch continuous concrete curb positioned two (2) feet from the boundary of the parking lot, except where the parking lot perimeter is designed to provide on-site retention and filtration of stormwater. In such case the use of wheel stops or discontinuous curbing is permissible. The two (2) feet between the face of the curb and any parking lot boundary shall not be landscaped with plant material, but instead shall be covered with mulch or rock, or be paved.
- All other areas not governed by sections 530.150, 530.160 and 530.170 and not occupied by buildings, parking and loading facilities or driveways, shall be covered with turf grass, native grasses or other perennial flowering plants, vines, mulch, shrubs or trees.
- Installation and maintenance of all landscape materials shall comply with the standards outlined in section 530.220.
- The city planning commission may approve the substitution or reduction of landscaped plant materials, landscaped area or other landscaping or screening standards, subject to section 530.60, as provided in section 530.230.

Planning Department Evaluation of Landscaping and Screening:

- The site less the building footprint yields a net site of 60,366 sq. ft. The project includes 32,389 sq. ft. of landscaping that equals 54% of the net site (Attachment 2b).
- The project includes the yard, the appropriate screening, and the landscaping consistent with the Code.
- The project includes significantly more than the minimum Code requirements for trees and bushes. The City's landscape consultant has reviewed and approved the landscape plan (Attachment 2b).
- The project includes areas for bicycle storage (Attachment 2a).

Additional Standards:

- Lighting shall comply with the requirements of Chapter 535 and Chapter 541. A lighting diagram may be required.
- Parking and loading facilities and all other areas upon which vehicles may be located shall be screened to avoid headlights shining onto residential properties.
- Site plans shall minimize the blocking of views of important elements of the city.
- Buildings shall be located and arranged to minimize shadowing on public spaces and adjacent properties.
- Buildings shall be located and arranged to minimize the generation of wind currents at ground level.
- Site plans shall include crime prevention design elements as specified in section 530.260: The Police Department has reviewed the plans.
- Site plans shall include the rehabilitation and integration of locally designated historic structures or structures that have been determined to be eligible to be locally designated. Where rehabilitation is not feasible, the development shall include the reuse of significant features of historic buildings.

Planning Department Evaluation of the Additional Standards:

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- The applicant is committed to installing lighting fixtures that will prevent glare from escaping the site and a lighting plan. The bulbs will be primarily metal halide in order to maximize true color rendition and enhance site safety.
- The parking lot design will screen headlight glare from leaving the site.
- The project will not block views of important elements of the City.
- The building will have no significant impact on the generation of pedestrian-level winds.
- The Police Department and CPTED¹ staff reviewed the design as regards crime prevention design elements.
- The size of the pedestal sign at the 29th St. entrance has a sign area of 8' 0" x 4' 4" (c. 34 sq. ft.) and stands about six feet high (Attachment 2g). This is consistent with the Code requirements.

2. Alternative Compliance: The Planning Commission may approve alternatives to any major site plan review requirement upon finding any of the following:

- **The alternative meets the intent of the site plan chapter and the site plan includes amenities or improvements that address any adverse effects of the alternative. Site amenities may include but are not limited to additional open space, additional landscaping and screening, transit facilities, bicycle facilities, preservation of natural resources, restoration of previously damaged natural environment, rehabilitation of existing structures that have been locally designated or have been determined to be eligible to be locally designated as historic structures, and design which is similar in form, scale and materials to existing structures on the site and to surrounding development.**
- **Strict adherence to the requirements is impractical because of site location or conditions and the proposed alternative meets the intent of this chapter.**
- **The proposed alternative is consistent with applicable development plans or development objectives adopted by the city council and meets the intent of this chapter.**

Planning Department Analysis Regarding Alternative Compliance:

The project is in compliance with the Chapter 530 of the Zoning Code.

F. Preliminary Plat (PL-120)

Required Findings:

- 1. Subdivision is in conformance with the land subdivision regulations including the requirements of section 598.80 relating to protection of natural resources, applicable regulations of the Zoning Code, and policies of the Comprehensive Plan.**

The plat is designed to protect the surviving natural resources. The above analysis addresses consistency with the Zoning Code and the Comprehensive Plan. The proposed subdivision is in conformance with the Land Subdivision regulations and it has been reviewed and approved by appropriate Public Works staff.

- 2. Subdivision will not be injurious to the use and enjoyment of other property in the immediate vicinity, nor be detrimental to present and potential surrounding land uses, nor add substantially to congestion in the public streets.**

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Refer to the response to the findings in sections A to E above.

3. **All land intended for building sites can be used safely without endangering the residents or uses of the subdivision and the surrounding area by peril from floods, erosion, high water table, severe soil conditions, improper drainage, steep slopes, utility easements, rock formations, or other hazard.**

Stormwater Runoff: The water table in the area is high. The project will have to obtain an approved Stormwater Management Plan that will improve stormwater management on the site. The project includes a minimum of impervious surfaces and a maximum amount of landscaping.

Erosion Control: During construction of the both developments, the general contractors in charge of construction will be responsible for establishing temporary erosion control. Temporary erosion control measures will include silt fences, bale checks, sediment traps for catch basins, and rock construction entrances.

4. **The lot arrangement is such that there will be no foreseeable difficulties, for reasons of topography or other conditions, in securing building permits and in providing driveway access to buildings on such lots from an approved street. Each lot created through subdivision is suitable in its natural state for the proposed use with minimal alteration.**

The City's Preliminary Plan Review Committee reviewed the project and concluded there would be no significant problems as regards access and other permit concerns, subject to the recommended conditions of approval listed below.

5. **The subdivision makes adequate provision for storm or surface water runoff, and temporary and permanent erosion control. The storm water drainage system shall be separate and independent of any sanitary sewer system. All plans shall be designed in accordance with rules, regulations, and standards of the city engineer. Facilities intended to be dedicated to the City shall be located in perpetual, unobstructed easements of a width determined to be adequate and necessary by the city engineer. To the extent practicable, the amount of stormwater runoff from the site after development does not exceed the amount occurring prior to development.**

Refer to the response to finding #3.

RECOMMENDATIONS OF THE MINNEAPOLIS PLANNING DEPARTMENT

- A. **Rezoning Petition:** The City Planning Department recommends that the City Planning Commission **approve** the rezoning of the site from R2B to R4.
- B. **Conditional Use Permit:** The City Planning Department recommends that the City Planning Commission **approve** the amendment to the Conditional Use Permit for the Catholic Eldercare project subject to the following conditions:

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1. Direct staff to return the two variance applications to the Zoning Office and return the appropriate fee to the applicant.
2. Approval by the Planning Department of the final construction drawings, the elevations, the lighting plan, and the landscape plan.
3. The Public Works Department approves the Stormwater Management Plan for the project before the issuance of building permits.
4. Approval of the rezoning petition to R4.
5. Approval of the preliminary plat.

C. Site Plan Review Approval: The City Planning Department recommends that the City Planning Commission **approve** the Site Plan Review approval for the Catholic Eldercare project subject to the following conditions:

1. Approval of the rezoning petition to R4.
2. Approval by the Planning Department of the final construction drawings, the elevations, the lighting plan, and the landscape plan.
3. The Public Works Department approves the Stormwater Management Plan for the project.
4. The applicant shall participate in all applicable energy efficiency programs offered by the local utilities
5. The applicant shall reimburse the Park Board for the value of any boulevard trees that must be removed.
6. Approval of the demolition permits by the Minneapolis Heritage Preservation Commission.
7. The applicant shall submit a performance bond to insure the installation of all site improvements (paving, curbing, curb cuts (new and closures), striping, landscaping, fencing, dumpster enclosure, lighting, etc.). The performance bond is due prior to the issuance of building permits or the permit may be revoked for noncompliance.
8. The site improvements shall be completed by November 1, 2004 or the application may be revoked for noncompliance, unless the Zoning Administrator or the City Council extends this time period.

D. Variances: The City Planning Department recommends that the City Planning Commission direct staff to return the two variance applications to the Zoning Office and return the

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appropriate fee to the applicant.

- E. Preliminary Plat:** The City Planning Department recommends that the City Planning Commission **approve** the preliminary plat for the Catholic Eldercare project (PL-120)

Attachments:

- 1. Site description:**
 - a) Zoning in the general area
 - b) Zoning, lot lines, and buildings in the immediate area
 - c) Survey
 - d) Buildings on the site
- 2. Project drawings:**
 - a) Site plan and drainage plan
 - b) Landscape plan
 - c) Perspective drawing
 - d) Building key plan
 - e) Floor plans and elevations of all three buildings
 - f) Lighting plan
 - g) Pedestal sign detail
- 3. Photos**
- 4. Parking analysis**
- 5. Preliminary plat**
- 6. Information from the applicant:**
 - a) Property history
 - b) Letter from the applicant
 - c) Applicant's response to Special Development Standards
- 7. Other information**
 - a) Newspaper article about the project